

Message Text

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ACTION EB-06

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TAGS: EAIR, TH

SUBJ: CIVAIR: US-THAILAND NEGOTIATIONS

1. SUMMARY. IN MONDAY MEETING USDEL TABLED PROPOSED ROUTE DESCRIPTION FOR THAIS INCLUDING NEW YORK ROUTE AND ROUTES OVER NORTH, CENTRAL AND SOUTH PACIFIC. THAIS APPEARED INTERESTED AND SUGGESTED SOME AMENDMENTS. USDEL ALSO REQUESTED ELIMINATION THAI RESTRICTIONS. PAA STRONGLY OPPOSED US ROUTE OFFER. IN TUESDAY SESSION PROBLEM OF TOKYO-GUAM EMERGED WHICH MAY BE MAKE OR BREAK ISSUE.

2. US-THAI NEGOTIATIONS OPENED MONDAY OCTOBER 28 IN DISTINCTLY COOL ATMOSPHERE. WITHOUT ADO THAIDEL ASKED FOR DEFINITIVE RESPONSE TO THAI ROUTE PROPOSALS OF LAST JUNE. USDEL REVIEWED THE BIDDING, NOTING THAT US WAS SURPRISED DURING LAST ROUND BY MAGNITUDE THAI REQUESTS AND COULD NOT GIVE FULL RESPONSE AT THAT TIME. US HAS NOW HAD TIME TO CONSIDER MATTER FULLY AND PRESENT DEFINITIVE PROPOSAL. US THINKING WAS OBVIOUSLY AFFECTED BY PAA/TWA PROPOSED ROUTE SWAP WHICH COULD HAVE EFFECT OF REDUCING US AVIATION PRESENCE IN THAILAND. HOWEVER
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DEAL WAS SUBJECT TO CAB APPROVAL AND PRECISE EXTENT OF

FINAL ARRANGEMENTS STILL NOT KNOWN.

3. USDEL THEN PRESENTED ORALLY PROPOSED ROUTE SCHEDULE FOR THAIS EMPHASIZING THAT THIS GENEROUS OFFER WAS CONDITIONED ON THAI REMOVAL OF RESTRICTIONS ON US CARRIERS. ROUTE DESCRIPTION WAS REDUCED TO WRITING IN TUESDAY SESSION AS FOLLOWS:

A. ROUTE 1. FROM THAILAND VIA INTERMEDIATE POINTS TO NEW YORK.

B. ROUTE 2. FROM THAILAND VIA INTERMEDIATE POINTS OVER A NORTH PACIFIC ROUTE TO HONOLULU (1) AND LOS ANGELES (1) OR SAN FRANCISCO (1) OR SEATTLE AND BEYOND TO CANADA AND EUROPE.

C. ROUTE 3. FROM THAILAND VIA INTERMEDIATE POINTS OVER A CENTRAL PACIFIC ROUTE TO GUAM.

D. ROUTE 4. FROM THAILAND VIA INTERMEDIATE POINTS OVER A SOUTH PACIFIC ROUTE TO PAGO PAGO.

FOOTNOTE: (1) ALL FLIGHTS SERVING TOKYO AND LOS ANGELES OR SAN FRANCISCO SHALL ALSO SERVE HONOLULU.

4. THAIDEL NOTED THAT U.S. PROPOSAL CONTAINED FAR LESS FLEXIBILITY THAN THAI DOCUMENT 2 OF JUNE TALKS AND ALSO DID NOT INCLUDE CHICAGO. HOWEVER, THAIDEL APPEARED WILLING TO PROCEED ON BASIS U.S. PROPOSAL AND ASKED IF OPEN BEYONDS COULD BE INCLUDED ON ROUTES 2 AND 4 IN ORDER TO ACHIEVE MORE FLEXIBILITY. WHEN QUESTIONED, THAIDEL SAID ROUTE 2 WAS TOO LIMITED FOR AIR SIAM AND WOULD EXCLUDE FOR EXAMPLE NORTH AFRICA. USDEL REPLIED THAT NORTH AFRICA MIGHT BE CONSIDERED BUT CERTAIN BEYONDS SUCH AS MEXICO AND SOUTH AMERICA WOULD BE TROUBLESOME. WITH RESPECT TO ROUTE 4 THAIDEL SAID THAI INT'L WAS INTERESTED IN GOING BEYOND PAGO PAGO TO TAHITI AND OTHER PLACES. USDEL INDICATED THAT TAHITI WAS NOT ACCEPTABLE BUT U.S. WOULD BE WILLING EXAMINE SOME BROADENING OF DESCRIPTION. IN MONDAY SESSION THAIDEL DID NOT RAISE TOKYO-GUAM PROBLEM BUT WHEN THEY SAW WRITTEN SCHEDULE ON LIMITED OFFICIAL USE

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TUESDAY THEY REACTED VIGOROUSLY REPEATING THE OFT-STATED LINE THAT SCHEDULE FOR U.S. PROVIDED EVERY ACCESS FOR U.S. SIDE BUT USDEL WAS ATTEMPTING TO RESTRICT FULL APPLICATION OF RECIPROCITY TO THAIS. USDEL SOUGHT TO ELUCIDATE SPECIFIC THAI PROBLEMS BUT THAIDEL RETREATED BEHIND WALL OF GENERALITIES WHICH HAS CHARACTERIZED TALKS FROM BEGINNING. USDEL BELIEVES, HOWEVER, THAT SPECIFIC HANGUP IS GUAM-TOKYO AND IF THIS IS TAKEN CARE OF THAIS MAY ACCEPT SPLITTING

OF PACIFIC ROUTES INTO THREE. IN END THAIDEL TABLED ROUTE PROPOSAL SIMILAR TO THAT OF U.S. EXCEPT THAT GEOGRAPHIC CONDITION ELIMINATED AND ROUTES 2 AND 4 HAD OPEN BEYONDS.

5. WITH RESPECT TO BEYONDS USDEL SAID U.S. COULD ACCEPT BEYOND LANGUAGE ON ROUTE 2 AS FOLLOWS "AND BEYOND TO CANADA AND EUROPE AND BEYOND." (THIS WOULD KEEP AIR SIAM OUT OF POINTS IN WESTERN HEMISPHERE SOUTH OF U.S.) RE ROUTE 4 USDEL SAID COULD ACCEPT OPEN BEYONDS WITH FOOTNOTE EXCLUDING TAHITI. THAIDEL DID NOT RESPOND BUT SIMPLY ASKED USDEL TO CONSIDER THAI PROPOSAL.

6. TUESDAY MEETING CONCLUDED ON TENSE NOTE WITH THAIDEL INTIMATING ALTHOUGH NOT EXPLICITLY STATING THAT THAI PROPOSAL WAS ON TAKE IT OR LEAVE IT BASIS.

7. COMMENT: PRINCIPAL STUMBLING BLOCK AT THIS POINT CLEARLY TOKYO-GUAM. NOT QUITE CLEAR WHETHER THIS IS MAKE OR BREAK ISSUE. USDEL INTENDS TO EXPOSE THIS QUESTION FURTHER BY OFFERING TO RE-DRAFT U.S. PACIFIC ROUTE TO INCLUDE SIMILAR 3 ROUTE ARRANGEMENT OVER NORTH, CENTRAL AND SOUTH PACIFIC. THIS SHOULD FORCE THAIS TO EXPOSE WHETHER PURE RECIPROCITY IS WHAT THEY ARE REALLY AFTER AND ALLOW US TO MAKE A BETTER JUDGEMENT ON IMPORTANCE TO THAIS OF TOKYO-GUAM. IN EVENT THAIS FINALLY MAKE THIS EXPLICIT WE WILL HAVE TO CONSIDER WHETHER IMPORTANCE OF U.S. INTERESTS IN THAILAND JUSTIFY TOKYO-GUAM GRANT IN PRINCIPLE AND UNDER WHAT CONDITIONS. CONDITIONS WOULD INCLUDE (A) SUBJECT TO PRIOR CONSULTATIONS (B) SPECIFIC FREQUENCY OR TRAFFIC CONTROLS (C) GGRERAL CONDITION WHICH WOULD PERMIT CAB TO APPLY SPECIFIC CONDITIONS IN 402 PERMIT DEPENDING ON THEN CURRENT SITUATION. LATTER CONDITION MIGHT HAVE MERIT, IF LEGALLY DOABLE BY CAB, SINCE THAI GOVT MIGHT NOT BE TOO DISPOSED LIMITED OFFICIAL USE

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TO RISE TO DEFENSE OF AIR SIAM IF AT SOME POINT IN FUTURE CAB APPLIED TIGHT RESTRICTIONS. WASHINGTON COMMENTS ON THIS PARAGRAPH REQUESTED SOONEST.

8. INDUSTRY REACTION TO EVENTS SO FAR VARIES. PAA REP JOE HALE HAS REITERATED COMPANY POSITION THAT NO CONCESSIONS SHOULD BE MADE AT THIS TIME. TWA REP KEN BRIGGS APPEARS PRIMARILY CONCERNED WITH KEEPING TAIPEI AND OKINAWA OUT OF DEAL. FLYING TIGER REP WAYNE PARTRIDGE SEEMS PRIMARILY CONCERNED WITH DEILINATING CURRENT PROHIBITION ON FIFTH FREEDOM CARRIAGE.

9. AMBASSADOR'S COMMENT: AS PRIOR MESSAGES AND WASHINGTON DISCUSSIONS INDICATE I BELIEVE IT IMPORTANT THAT THESE NEGOTIATIONS SUCCEED. IF SUCCESS DEPENDS ON TOKYO-GUAM

ROUTE WE SHOULD OFFER IT ON BASIS OF (A) RELIEF OF THAI
RESTRICTIONS ON U.S. CARRIERS OPERATING IN BANGKOK OR (B)
ABILITY TO IMPOSE RECIPROCAL RESTRICTIONS IN BANGKOK AND
GUAM.
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